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# Annual Report



## ADMINISTRATIVE SERVICES DEPARTMENT

ARTHUR G. COFFEY  
DIRECTOR

LAWRENCE W. COSTELLO  
SECRETARY



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## ANNUAL REPORT

OF THE

ADMINISTRATIVE SERVICES DEPARTMENT

FOR THE YEAR ENDING DECEMBER 31, 1967.

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January 3, 1968.

HON. KEVIN H. WHITE,  
*Mayor of Boston.*

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the fourteenth annual report of the Administrative Services Department for the year commencing January 1, 1967, and ended December 31, 1967.

Under the provisions of Chapter 4, Section 1, of the Revised Ordinances of 1961, the Administrative Services Department is in charge of a Board, known as the Administrative Services Board, consisting of an officer known as the Director of Administrative Services, who is Chairman of said Board; an officer known as the Supervisor of Budgets; an officer known as the Supervisor of Personnel; an officer known as the Purchasing Agent; and the Commissioner of Assessing, the City Auditor, and the Collector-Treasurer, *ex officiis*.

Under Section 2 of the previously mentioned ordinance, it is the duty of said Board, and more especially of the Director of Administrative Services, to make, under the Mayor, studies and recommendations with respect to the organization, activities, policies, and

procedures of all departments, boards, and officers of the city government so that the administration thereof shall be economical and efficient.

We had one change in membership during the year, with Francis X. Cuddy resigning under date of August 7 to accept an appointment as Executive Director of the BRA, and Mario Misci becoming the new member by virtue of his appointment as Commissioner of Assessing on August 8.

Seven formal meetings of the Board were held during the year, with many informal meetings being held between the Director and various members of the Board on matters pertaining to individual departmental or divisional functions. The formal meetings were held in Room 43, City Hall, on the following dates: February 15, March 15, April 12, May 24, December 13, December 20, December 21.

It might be well to note that the Director of Administrative Services, who serves as Chairman of the Administrative Services Board, also serves as Chairman of the Public Safety Commission, as a member of the Public Facilities Commission, and a member of the Government Center Commission, which affords him an opportunity to sit in on a regular basis with department and/or division heads responsible for the carrying out of some seventeen distinctive functions, thereby giving him a wide range of knowledge in various fields. It is also interesting to note the number and name of the various fields involved, namely, general municipal administration; budget and personnel administration; purchasing, auditing, and financial administration; parking and traffic; civil defense; building, fire, police, public works, public transportation, health, hospital, and school operations, in addition to functions concerning the erecting and equipping of a new City Hall, and duties and responsibilities connected with the power and authority vested in the Public Facilities Commission.

Many subjects, varied in character, were discussed, explored, and reviewed during the course of the year, which resulted in definite improvements in certain areas and continued studies in others. Areas in which

definite improvements have been attained during 1967 or are in the process of being attained are listed herewith:

1. The inauguration of a new system in the matter of tax abatements for the elderly.
2. The production of new city maps.
3. The establishment of a new ID card system.
4. Consolidation of several data-processing systems for new City Hall operations.
5. Records management studies.
6. Expansion of Blue Cross-Blue Shield benefits for retired employees.
7. Expansion of in-service training programs.
8. Copying machine studies.
9. New City Hall operations — various.
10. Improvements in trash collections.

Important areas which have been studied and reviewed and upon which no definite decisions have been made to the present time, include:

1. The selection of a specific EDP system for the new City Hall.
2. The establishment of a records storage center.
3. Staffing requirements for the Assessing, Collector-Treasurer, and Auditor's Offices.
4. After-hours telephone service.
5. Painting of city-owned cars.

In view of the fact that our report is filed long before the Auditor has had an opportunity to close his books for a previous year, we hesitate to include any financial statistics regarding the costs of operating the department, and, rather than substitute estimates for accurate receipts and expenditures, we feel that the Auditor's Annual Report, when ready, will reflect in detail the financial transactions of the department in a more complete and precise form. Our attempt to supply this information at this time would possibly result in either a variation of receipts and expenditures figures from those to be supplied later by the City Auditor or a duplication of effort on our part.

## ADMINISTRATIVE DIVISION

The activities of this division have been accelerated during the past year due, in the main, to various studies being conducted in connection with our moving plans, which, we are hopeful, will come to a successful climax before the fall of the current year. Our main objective has been to assist architect and consultant representatives in their respective studies with a view to modernizing and revamping certain methods and procedures in operations so as to be in a position to offer to the public, the city official and employee, the latest innovations in the fields of communications, equipment, and services to be found in any section of the country.

Full time has been devoted by one member of our staff in assisting a telephone consultant in arriving at a solution to problems in telephonic communications which have been a source of irritation to many during the past quarter of a century. As a result of this study, we are hopeful that a vast improvement will be realized not only in the area of communications but in the area of cost controls, which have not been updated for many years.

The Executive Secretary and another staff member have also been engaged in various studies pertaining to new City Hall operations, assisting another group of consultants in preparing certain equipment and layout plans. Among the areas covered include building directories, door identification numbers, and a finding list index, an inventory of present typewriters, adding machines, calculators, safes, bulletin boards, etc., which, it is hoped, will be replaced with new and modern equipment, provided funds are available.

During the past three years the Administrative Analyst of the division has been engaged in an extensive study of our active and inactive records with a view to establishing a records inventory program on a permanent basis. This is one area in which many departments have been lax over a long period of time. Submitted below is a brief report submitted by John J. Scully on the records inventory and clearance study, containing recommendations concerning records storage problems as they stand today.

### Report of Mr. John J. Scully

As there are twenty-six storage vaults and areas encompassing approximately 180,000 cubic feet beneath the present City Hall and Annex Building and such an inventory had never been attempted in the history of the city, it can be appreciated that this assignment was a most arduous one, to say the least. Many of these storage areas had not been entered for several years due to the absence of any semblance of a records management policy, one phase of which would be the establishment of centrally administered records retention schedules, and would have resulted in at least an annual inspection of all storage areas.

The years of neglect have caused a continuous back-up in open office areas of records which should have been placed in storage had space been made available. Neglect of the storage areas over the years and the accumulation of dust and debris made the implementation of the inventory program immensely disgusting and, indeed, constituted a serious hazard to the health of all engaged in the work. Only the realization that this important work must, at all costs, be done so that an orderly exodus to the new City Hall be achieved in the near future inspired us to the herculean heights necessary to finish the job.

Great credit must be given the students employed in the program under the provisions of the Work-Study Program of the United States Department of Health, Education and Welfare. These young men, some of whom have now graduated from college, brought the necessary muscle and spirit needed to clean the vaults, make inventory listings, and, eventually, clear the many tons of records which have been disposed of, or re-located, from the storage areas described above. In many ways, their youthful enthusiasm and serious approach to the many difficult and demanding aspects of this work made molehills of the mountains of records we faced when we first started in June of 1965.

As the final decisions on the disposal or retention of all records is the responsibility of our city department heads, the results of all records inventory activities were

placed in their hands, and, in consultation with their staff assistants, the department heads made the disposal or retention decisions. Form ASD-Rec 4, Records Disposal Authorization forms, were then prepared for final approval of the Law Department and the Supervisor of Public Records at the Secretary of State's office. In view of the urgency of the situation, all of our city department heads gave this matter top priority, making our task much easier by their cooperation in this connection.

A number of recommendations may now be made, based on the experience of the past three summers' records programs, as it can be seen from the foregoing that it is my conviction that the storage of city records in the future should be done under more controlled conditions than now apply. The immediate implementation of the following recommendations, incorporating modern records management techniques now employed by many government agencies, will insure the most effective use of expensive storage space soon to be occupied in the new City Hall.

#### 1. RECORDS STORAGE CENTER, establishment of.

A new division, to be created and be part of the Administrative Services Department, which would supervise the establishment of a Records Storage Center and exercise indirect control of all records filing and storage activities in the new City Hall. The new division would be known as the Records Management Division and also be responsible for control of inactive records storage practices, subject to the final approval of all city department heads as now applies. Historical records would remain under the jurisdiction of the City Clerk as is presently provided by law.

#### 2. RECORDS STORAGE CENTER, location of.

The present records storage facilities (14,000 square feet) in the basement and sub-basement of the Annex Building, Court Street, and one specially designed vault located on the street floor of the same building provide adequate facilities for inactive records storage recommended herein. This also includes elevator service from

all floors, which is vital for accessibility by departmental personnel and for records clearance activities.

### 3. PERSONNEL STAFFING, RECORDS STORAGE CENTER.

Supervision and direction would be placed in the head of the proposed Records Management Division, who would be primarily responsible for security of all storage areas against unauthorized entry, application of retention schedules and clearance of records found no longer administratively necessary. The federal College Work-Study program of the Department of Health, Education and Welfare has proven very successful in the past three years of records inventory and clearance activities, and such students would provide an excellent staff for the Records Storage Center.

### 4. CENTRALIZED RESPONSIBILITY, RECORDS MANAGEMENT.

In practice, the new division would be able to apply standardized criteria for the establishment of sensible retention schedules for all types of city records, which are now allowed to accumulate and clog such limited storage areas as are now available. Such a periodic review, usually annually, of all records in storage and subsequent clearance will provide maximum use of valuable storage vaults. Additionally, the establishment and maintenance of a records storage card system for each departmental record would provide record identity, location, and ready accessibility for all records in the storage center.

### 5. CREATION OF RECORDS MANAGEMENT DIVISION, ORDINANCE.

Such an ordinance, when written, should include:

1. The full legal definition of a public record as defined by the Commonwealth and obtainable at the Office of the Secretary of State for the Commonwealth.
2. The description of the responsibilities of the Records Management Division, including the review of all purchase requisitions for all new filing equipment before purchase is made; similarly, new applications of micro-filming practices in city departments should also be approved by the Records Management Division.

3. A description of the records disposal authorization procedures, stipulating the requirement of obtaining approval of the Law Department and the Supervisor of Public Records approvals before any records disposal may be made.
4. The clear restatement of the present requirement that historical records must be transferred and maintained by the City Clerk Department.
5. The stipulation that no city department may transfer departmental records to another city department without the approval of the Records Management Division and the Law Department.
6. Require periodic inspections of all storage areas in the new City Hall to provide for records clearance or relocation so that office areas will remain clear of inactive records accumulation.

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As the above report was not submitted until the latter part of 1967, and as the Law Department questioned the necessity of enacting an ordinance to carry out the recommendations contained therein, and, further, that the advisability of locating a records storage center on a permanent basis in a building that would be occupied, according to present plans, by the School Department, was also questioned, formal action was deferred. However, it is believed that some type of definite action should be taken during the current year to resolve these important questions of records management control and records storage. As pointed out by Mr. Scully, "the years of neglect have caused a continuous back-up in open office areas of records" and to have this practice continue after many of our departments are moved to the new City Hall would be disastrous and would certainly be in conflict with modern business methods, policies and procedures.

Some years ago, discussions were held by previous boards as to the advisability of procuring a small building or a portion of a building for the purpose of establishing a records storage center to be located somewhere in the city proper to be staffed by two persons and, possibly, a messenger. The plan also incorporated the installation of a microfilming operation to expedite im-

mediate deliveries of records and preclude the necessity of removing original records from existing files. This matter was given serious consideration for some time, but, due to budgetary limitations and unsuccessful attempts to procure the type of building or space desired, it was decided to hold the matter in abeyance until such time as conditions would warrant a review of the situation. It would appear that the time has now arrived to consider either old or new proposals at the earliest possible date.

In addition to the above studies, the staff of the division has been engaged in many other administrative functions, including the issuance and distribution of directives, the compilation of analytical and statistical reports for the Office of the Mayor, the preparation of the annual reports of the Administrative Services Department and Public Safety Commission, the handling of correspondence addressed to the Director and/or

Board, and executive secretarial functions for the Administrative Services Board and the Public Safety Commission.

The following directives were issued by the division at various times during the year and are composed of general administrative matters pertaining to city and county operations:

#### DIRECTIVES (ARTHUR G. COFFEY, DIRECTOR)

1. Heart Fund . . . . .	Feb.	9
2. ID Cards . . . . .	Mar.	1
3. Cancer Fund Drive . . . . .	Mar.	15
4. City Maps . . . . .	May	9
5. Requests for Permission to Award Contracts Without Advertising . . . . .	May	17
6. Zip Code Number of the new City Hall (02201) . . . . .	May	18
7. Reduced Force . . . . .	May	29
8. Tornado . . . . .	May	24
9. Finance Commission Report Dated February 4, 1966 . . . . .	May	25
10. Annual Reports . . . . .	June	5
11. Reduced Working Forces, Friday, June 16 . . . . .	June	7
12. Reduced Forces, Monday, July 3 . . . . .	June	19
13. Summer Working Hours . . . . .	June	19
14. Skeleton Force, Friday, September 1 . . . . .	Aug.	28
15. Meeting Key Personnel — Procedure and Review of Contract Agreement — City Employees . . . . .	Sept.	12

16.	Skeleton Force, Friday, October 13 . . . . .	Oct.	10
17.	Equipment Survey on Copying Machines . . . . .	Oct.	10
18.	ID Cards for "Over the Counter" Employees . . . . .	Oct.	19
19.	Reproduction Requirements Study . . . . .	Oct.	25
20.	Skeleton Force . . . . .	Nov.	7
21.	Survey: Adding Machines — Safes — Typewriters . . . . .	Nov.	8
22.	Annual Meeting and Election of Directors of City of Boston Credit Union . . . . .	Nov.	16
23.	Skeleton Force . . . . .	Nov.	24
24.	Emergency Communications Center . . . . .	Nov.	29
25.	Dedication of Walk in Memory of Thomas Griffin . . . . .	Dec.	12
26.	Retirement — Protection of Rights in the Event of Resignation . . . . .	Dec.	15
27.	Reduced Working Force, Friday, December 22, and Friday, December 29 . . . . .	Dec.	18

This is the first year since 1955 that we were unable to present an annual Conferama. Due to the enormous amount of work involved in preparing plans and assisting consultants in conjunction with our proposed move to a new City Hall, at the present writing we cannot promise that an opportunity will be afforded to present a Conferama this year, as the planning for the actual move to the new building will require much time and effort on the part of the staff of this division. If there is any possible chance, however, of including a Conferama presentation this year, you may rest assured we will arrange to organize and prepare an interesting program.

### IN-SERVICE TRAINING UNIT

The following segment of this report was compiled and submitted by the In-Service Training Coordinator for the city and contains a most thorough and comprehensive outline of the various programs initiated or continuing for the edification of many municipal employees in various fields of endeavor. The expansion of these programs and of the unit responsible for their implementation is a matter that will require serious consideration in the near future. We have to look forward to the replacement of many experienced and competent employees who will be eligible for retirement within the next five or ten years, and to accomplish this turnover in a businesslike manner will be a difficult task.

Due to a state-imposed civil service system which limits our authority in many areas of personnel administration, but more especially in establishing a workable recruiting program, we are stymied in pursuing several courses that are common in private industry, but we are hopeful that a revision in our present civil service laws, which may become a reality during the current year, will permit of a more businesslike approach to these problems. The report of Theodore J. Hoppe speaks for itself and depicts a very clear picture of what we have been endeavoring to do for the benefit of the municipal employee.

Ever since the day of its inception in April, 1964, the In-Service Training Unit has endeavored to become a focal and influential institution in Boston's municipal government. The level of education reached in 1967 was again more impressive than that of preceding years.

With the start of the new year until the end of the spring semester in May, there was the continuance of all courses established in the previous year. More dramatic perhaps is the list of courses started in the fall of 1967 given here:—

*Five-Year Associate Engineering Degree Course*

Lowell Technological Institute — 26 students

*Boston College Courses — Bureau of Public Affairs*

Municipal Administration — 4 students

Municipal Finance and Budgeting — 4 students

Municipal Collective Bargaining — 2 students

*Clerical Courses — Boston School Department*

Shorthand I — 17 students

Shorthand II — 17 students

*Rapid Reading Course — Boston School Department*

15 students

*Building Inspector Course — Northeastern University*

40 students

*First Aid Instructor Course — American National Red Cross*

10 students

*Supervisory Human Relations Course — Bureau of Vocational Education, Commonwealth of Massachusetts. Held for Health and Hospitals Department*

20 students

*Real Estate Appraisal Course — Worcester Poly-Technic*  
One student

*Computer Mapping Program — Harvard University Extension*  
4 BRA students

*Massachusetts Electrical Code Course — Boston College*  
15 students

*Fundamentals of Public Works Construction — Northeastern University*  
28 P.W.D. students

As is obvious, the department head becomes an indispensable partner in all these affairs. Without the drive of Jeffrey J. Keating, Assistant Director of Vocational Education, Boston School Department, and that of James L. Burke, Senior Supervisor in Education, Commonwealth of Massachusetts Department of Education, these objectives could not have been obtained. The interested teachers likewise deserve their share of commendation.

Yet, along with all this expansion, the In-Service Training Unit faces many problems. The unremitting desire, of course, is to continue expansion.

First is the problem of acquiring suitable classroom space. Many facets of consideration are required here, some of which are related. Students must be made to feel safe in going to and leaving geographical areas where school buildings are located. The Building Department was sorely embarrassed in finding a permanent classroom area alternating between Room 43, City Hall, and the Public Works Department hearing room, 702 City Hall Annex. While a conference room was made available by the BRA, the size was not conducive to either good teaching or good learning.

Most regrettably, Spanish classes for health and hospital nurses and doctors had to be abandoned because of a lack of classroom availability. While such a class was again started with great promise, it came to a screeching halt when preference was granted to another agency. When this ouster was declared two alternatives were proposed — either that the class of forty students repair to the disused cafeteria located on the hospital premises or to the disused Boston College High School.

Obviously, neither teacher nor student could agree. And, when reservations were made in the Jeremiah Burke School, it was then learned that travel time and release of students would disrupt vital services.

The increasingly growing Spanish-speaking population of the City of Boston makes it almost mandatory that the personnel of the Boston Police Department and the Boston Fire Department become fluent in Spanish conversation. Spanish courses could be conducted at central locations. It is not altogether impossible that in some instances the various guard rooms of the Boston Police Department or fire houses could become Spanish academies.

Recommendation is strongly made that consideration be given to the construction of at least two classrooms as a projected use when the old City Hall is vacated.

We have made little or no progress in supplying opportunity to professional members of the personnel to engage in specialized scientific courses. Paradoxically, while so many of our administrative, professional, and technical personnel are retiring, there continues this vacuum. It is not just a matter of rhetoric, therefore, to say that we must make this transition in our policy if we are interested at all in replacing retirees.

As an integral part of the in-service training pattern, personnel of the Park Department should be trained and qualified as water safety instructors. Senior lifesavers could be eligible for a 30-hour minimum course to qualify. An aquatic academy for both lifeguards and instructors is here suggested. Included in this course would be indoctrination of the responsibilities required for safe small boat operations. A strong supplementary corps of volunteers to the paid staff could be trained and developed by the successful students of such a course. American National Red Cross stands more than willing to furnish such a course or courses.

There is at the present time a dearth of municipal accountants. While many of the personnel in this classification have endeavored to take Civil Service examinations for these positions, they have not been successful, for the simple reason that they are examined

in commercial and mercantile principles of accounting as against their total experience in municipal accounting procedures. Hence, at least basic courses in general accounting knowledge should be afforded.

As completion of our new City Hall draws nearer, it is recommended that certain key personnel be selected and trained to better meet the public as receptionists, pages, etc. This development of both mental and physical talents could be referred to as a "Charm Course." Such a course undoubtedly would be a great asset in improving our public image.

The In-Service Training Unit strongly encourages the administration to tackle head on one of the most critical health problems in the country today. It is commonly called alcoholism. No estimate can be made of what this annually costs the City of Boston in terms of employee absenteeism, accidents, inefficiency, and the expense of replacing trained workers. Nationwide, however, costs to business are conservatively estimated to be in excess of two billion dollars. Officials in governmental agencies on the federal, state, and local levels are invited by Boston College to participate in the recently organized Institute on the Employed Problem Drinker. The Training Coordinator is gratified to report that active assistance was rendered to Action for Boston Community Development. Effective resources were made available by gathering together several top management supervisors of our leading city departments who submitted their requests for recruits, fully effectuating the stipulations and recommendations of the Scheuer Amendment. This led at a later date to the appointment of Daniel J. Finn, Commissioner, Housing Inspection Department, by his Honor the Mayor, as Director of Boston's On-the-Job Training Program. This established another first for Boston among the major cities of the United States.

Other activities of this office included attendance at citizens' seminars sponsored by the College of Business Administration of Boston College and the second annual Public Service Recognition Dinner at which public service awards were presented to meritorious municipal

and state employees. Assistance was also rendered to the City of New York Department of Personnel — City Civil Service Commission in their request to learn more about programs instituted by the In-Service Training Division to further employees' education.

Finally, this office is pleased and happy to acknowledge the initiative taken by the various departments listed, who through dedicated personnel are endeavoring to raise the standards and levels of efficiency demanded by the increasingly complex municipal administration.

#### POLICE DEPARTMENT TRAINING

- Dale Carnegie Course in Effective Speaking, Human Relations and Leadership Training — New England Institute (two courses held).
- Annual Boat Show, Coliseum, Columbus Circle, New York.
- One superintendent served on the oral examining board for police captain in Philadelphia.
- Public Safety Council Meeting in Washington, D. C.
- Informal conference in the Office of the Attorney General on the subject of narcotics.
- First National Symposium on Law Enforcement Science and Technology, Office of Law Enforcement Assistance, United States Department of Justice, held in Chicago, Illinois.
- One-week training course, Bureau of Drug Abuse Control Training Academy, Arlington, Virginia.
- Workshop for chemists and technicians, Bureau of Drug Abuse Control, John F. Kennedy Federal Building.
- New England Institute on Police Community Relations, Newton College of the Sacred Heart, Newton, Massachusetts.
- National Police Seminar, Department of Law Enforcement and Security, Northeastern University.
- Institute on Criminal Law Enforcement, Boston University Law School.
- Conference on Neighborhood Values, City of New York Commission on Human Rights, held in New York City.
- Conference of the Greater Boston Council for Alcoholism, Northeastern University.
- Seminar sponsored by Harvard University, Department of Legal Medicine.
- Refresher course for the New England Graduates of Northwestern University Traffic Institute, sponsored by the New Jersey Police Department in that city.
- Course on Drug Abuse, Bureau of Drug Abuse Control School, Washington, D. C.
- Program sponsored by the Massachusetts Council on Narcotic and Drug Abuse at the State Office Building, Boston, Massachusetts.
- Course of instruction in the Identikit System, State Police Academy, Hershey, Pennsylvania.
- Meeting on Uniform Crime Reporting held in New Orleans, Louisiana.

- Community Action Program on Detoxification, Metropolitan Police Department, St. Louis, Missouri.
- Workshop for the purpose of discussing police community relations — their nature, organization and implementation, Washington, D. C.
- I.A.C.P. National Conference of Police Executives, Memphis, Tennessee.
- Fifteenth Retraining Conference of the F.B.I. National Academy Associates of New England, Mt. Washington Hotel, Bretton Woods, New Hampshire.
- Study of Records and Communications System now in operation in the Philadelphia Police Department.
- Retraining Session of F.B.I. National Academy, Denver, Colorado .
- Management Institute for Police Chiefs, Harvard Business School.
- Advanced Seminar in the Idenit-Kit System for command level personnel in New Orleans, Louisiana.
- Course on Human Relations and Public Speaking, Dale Carnegie Institute.
- Three-month course of study at the eightieth session of the F.B.I. National Academy in Washington, D. C.
- Twenty-eighth annual Conference on Crime and Delinquency held in Newport, Rhode Island.
- Seventy-fourth annual International Chiefs of Police Conference in Kansas City, Missouri.
- National Crime Information Center Advisory Group, Kansas City, Missouri.
- Conference at State College at Boston relative to planned WHDH television program.
- Program of specialized training for firearms instructors at Camp Curtis Guild.
- Supervision and Management Seminar, Dale Carnegie & Associates.
- Conference on Legal Decisions Affecting Law Enforcement, Westover Air Force Base.
- Program on Riot Control Tactics, Fort Belvoir, Virginia.
- Disaster Planning Course, United States Army Military Police School at Port Gordon, Georgia.
- Lecture on Search and Seizure Matters, Framingham State Teachers College.
- Annual New England Conference of the Associated Public Safety Communications Officers, Inc., Stowe, Vermont.
- Conference on Police Community Relations, Point Pleasant Beach, New Jersey.
- Workshop for the training of police officers, University of Connecticut.
- Conference on Crime—a Challenge to Conscience, John Hancock Hall.
- Police-Judge Workshop, Ocean House, Swampscott, Massachusetts.
- Conference for the Control of Drugs, American Health Association, Biltmore Hotel, New York City.
- F. B. I. Police Management School, John Hancock Building.
- Command Training Institute for high-ranking police officials from the six New England States, Babson Institute, Wellesley, Massachusetts.
- Narcotics Program, Bristol, New Hampshire.
- Neighborhood Youth Corps Seminar, United Community Services Building, Boston, sponsored by ABCD.

**FIRE DEPARTMENT TRAINING**

Elevator accident procedures in housing projects.  
Special equipment (tools, appliances, etc.).  
New men (basic).  
Changeover from reservoir to salt water supply.  
Driver safety.  
Driving — Diesel apparatus.  
Gas masks, resuscitators, inhalators.  
High-pressure hydrants.  
Red Cross first aid.  
Fire extinguishers.  
Temporary water mains and temporary hydrants.  
Operations of fire protection and foam systems at fuel plants.  
Hose and ladder evolutions.  
Rescue Unit tools and appliances.  
S.O.S. and Boston-type nozzles.  
Fireboat companies — Fire Department connections used to supplement water supply.  
Foam evolutions.  
Use of Kidde portable fire-fighting equipment and high expansion foam.  
Drafting of pumbers.  
Hydrant thawing devices.  
Demolition of buildings.  
New type M.S.A. masks (Rescue Company and Rescue-Pumper).  
Chief officers and newly promoted officers — sprinklers, alarm system, gas and electric, pump operation, rescue, water problems, use of dry powder, and other problems encountered in fire fighting.

**WELFARE DEPARTMENT TRAINING**

Orientation sessions for New Yorkers.  
Social Work Institute, Boston University School of Social Work.  
Casework Course, Boston University.  
All-Day Seminar for Social Work Careers Students.  
Biennial Meeting of State and Local Staff Development Directors, Manchester, New Hampshire.  
Massachusetts Conference on Social Welfare Institutes, Hotel Statler Hilton, Boston.  
State Orientation Program, State Department of Public Welfare. (Four were held during the year.)

**HEALTH AND HOSPITAL TRAINING**

Refresher courses for inactive registered nurses.  
In-service lectures and demonstrations for registered and practical nurses.  
In-service training of nurses' assistants given in a continuing series of courses.

MDTA training program of nurses' aides conducted at Mattapan Chronic Disease Hospital by State Department of Education and Boston School Department.

A training program for practical nurses conducted in collaboration with the City of Boston, Board of Education, Trade School for Girls at Boston City Hospital.

Training courses for medical workers (exclusive of nurses' assistants) carried on in the various areas of activity to which these workers are assigned, e.g., Central Supply, Operating Room, Ambulance and Medical Aide Man.

Course in medical self-help in disaster for nursing personnel throughout the Department of Health and Hospitals.

Training course for laboratory assistant in the general clinical laboratories as well as in the Mallory Institute and Channing Laboratory.

Training course for laboratory technician, Mallory Institute.

Training course for inhalation therapy and pulmonary function testing.

Training course for resuscitation therapy.

Training course for computer trainees.

Training course for statistical machine operators.

Training course for food service workers.

Training course for radiologic technicians.

Training course for nurse anesthetists.

Course for the training of rehabilitated alcoholic patients, Long Island Hospital and Mattapan Hospital, under the supervision of Mr. James Scott of Mattapan Hospital.

## DATA PROCESSING UNIT

This unit was created at a meeting of the Administrative Services Board held on January 22, 1963. At that time it was placed under the Administrative Division of the department.

The initial project in 1962 was the conversion of the 120,000-item Public Works Department water and sewer billing name and address file, and the commitment and billing of the 1962 sewer use charge.

In 1963 the unit automated the quarterly commitment and billing of water service charges, approximating 95,000 billing accounts; the annual commitment and billing of the 1962 sewer use charge. The annual commitment and billing of fire pipe service charges of approximately 3,000 accounts were also converted.

The preparation of the Police List offset master plates, which was formerly a function of the Printing Section, was automated. This consisted of the key-punching, verification, and listing of approximately

500,000 items. The Voting List was also converted as a by-product of the Police List file, containing approximately 330,000 items to be key-punched, verified, and listed on offset master plates.

In 1964 this unit fulfilled all its projected goals. The Police List application was expanded to the preparation of a punched listing card which is the police officers' source document. The use of a punch card eliminates the need for manually dunning this file of 500,000 items for moved and deceased persons.

Through the use of water and sewer billing cards of previous years, the unit was able to automate the procedures for adding unpaid charges to real estate tax bills. With the assistance of the Water Division of the Public Works Department, the unit was able to reroute water meter readings so that small consumers are read and billed only twice a year. In conjunction with the rerouting, the unit prepared new meter books for the city's 1,094 routes and a card cross-reference file for the 95,000 billing accounts utilized by the Public Relations Branch of the Water Division.

The annual official record of voter registration, which was formerly a manual operation requiring thirty-five man-months of labor, was automated, and now requires only three man-weeks of manual work. The police dwelling check list, which is an intricate part of the Police List, was transferred from the Police Department to this unit and consists of 100,000 lines of print annually.

In 1965, in anticipation of its becoming mandatory, the unit zipcoded its master name and address file of 120,000 accounts. The annual preparation of 18,000 jury summonses, formerly a manual operation requiring three to four man-weeks, was converted and now requires three days of machine time and no manual handling.

The Police and Voting List applications were again expanded to the preparation of approximately 25,000 committed Police List and polling place change post cards. In preparation of the eventual centralization of

all data processing, the unit coded its 120,000-item water and sewer billing file with real estate parcel numbers.

The following is a list of work performed by this unit in 1967:

**Water**

240,000 water bills committed and billed  
25,000 name and address changes  
200,000 payments processed  
7-10,000 meter changes annually  
35-40,000 final notice bills  
25-30,000 water added to taxes  
consumption analysis  
meter book analysis  
35,000 meter book pages created

**Sewer**

1,200 fire pipes  
90,000 sewer bills committed and billed  
60-70,000 payments processed  
20,000 added to taxes

**Police Listing**

500,000 master police cards created for the Police Department  
35-40,000 new residents punched  
500,000 lines of print for proofs and masters  
30,000 omitted police listings on new data mailer form  
30,000 jury summonses  
100,000 dwelling unit check listing

**Voting Lists**

350,000 Lines of print for Skull  
250,000 Lines of print for Master  
5,000 First Supplementary  
5,000 Second Supplementary

**City Hospital**

1,000 cards punched and verified for emergency floor admissions daily.

**Auditing**

16-20,000 creation of a name and address file for W-2 forms for each employee  
100,000 maintenance of the vendor file for year 1967

**Boston Redevelopment Authority**

Statistical analysis of Zoning Board appeal cases  
Statistical analysis of the Model Cities Program

**Police Department**

50,000 Incident reports

**Sign Permits, PWD Permit Board**

15,000 Address labels annually

**Personnel Evaluation**

Statistical analysis of employee compensation and job classification

**Retirement Board**

20,000 key-punched and verified balance cards for each employee in the State-Boston Retirement System; to set up a system to automate the creation of balance cards each year

## BUDGET DIVISION

The budget analysts, under the direction of the Supervisor of Budgets, have analyzed all departmental budget requests during the year, endeavoring at all times to reduce expenditures without curtailing services.

Analysts have been working with outside consultants or, on their own, have been conducting surveys of various types with a view to reducing costs of present operations and improving efficiency in performance.

Another important phase of this division's work is the constant surveillance of expenditures of appropriations that have been approved by your Honor and City Council not only to control but to determine whether the monies being disbursed are for the purposes for which they were appropriated.

As you are aware, one of the most important functions of local or national government is the budgeting of the taxpayer's money so as to comply with his wishes in the rendering of essential services. We have made definite progress in improving our present operations, but there is much to be done, as is the case in all governmental enterprises of the magnitude of a municipal operation similar to that of Boston.

We believe that as a result of our constant studies and efforts in the field of budgeting, the elimination of all unnecessary expenditures has become self-evident.

## COMPLAINTS DIVISION

This division has been rendering exceptional service to the public at a minimum cost since its establishment in 1954. Prior to its establishment there was no central agency to which the public could turn for the registering of complaints, and, many times, complaints were directed to the incorrect agency with the result that little or no action was ever taken by the department or agency contacted. This condition has been rectified, and complaints now receive immediate attention and are followed through to final adjudication.

The system of processing complaints has been improving each year; cooperation among departments has been excellent, and, although its services might be expanded to include a Central Information and Public

Relations Bureau, it is not considered feasible at this time as it would require the hiring of additional personnel and expanding the area on the first floor in City Hall, where facilities at the present time are just not available. Plans are being made, however, for the expansion of this activity in the new City Hall, where space has been allocated on the second floor of the proposed new structure.

Some of the more important complaints registered concerned defective sidewalks and roadways; violations of the Building, Fire, and Housing Codes; clogged catch basins; removal of snow; and sanding of slippery streets. Many complaints were received regarding dilapidated buildings throughout the city, many of which were razed through the cooperation of the Building and Housing Inspection Departments. Owners of other structures which could not be legally razed were requested to make repairs, and many who did not comply were taken into court.

Our reference to the possible expansion of the functions of this division prompts us to mention that, as a result of publicity received when the division was established, many requests for information concerning the city, such as its hotels, motels, and historic points of interest, were received and handled to the best degree possible. We are hopeful that as soon as the opportunity presents itself to expand division activities and locate in a more accessible area in the new City Hall, we should be in a position to render more efficient and maximum service at a minimum cost.

### PERSONNEL DIVISION

The passage of Chapter 763, the "Collective Bargaining Law," which authorized the city to recognize labor organizations for the purpose of collective bargaining, has added a new concept to municipal personnel administration.

Early in the year the Supervisor of Personnel or his representative testified at numerous meetings of the State Labor Relations Board for the purpose of de-

termining appropriate bargaining units to represent employees in departments under our jurisdiction.

After the various labor organizations were recognized by Mayor Collins or certified by the Labor Relations Board, the Mayor's Labor Relations Representative formed a bargaining committee consisting of himself as Chairman, the Supervisor of Personnel or his representative, and the appointing authority for the department in which the unit exists.

The Personnel Division provided staff assistance in the areas of position classification, departmental organizational structures, wage and salary administration, personnel policies and procedures, and other pertinent statistical data, during negotiations.

The implementation of the agreements, as listed below, required amendments to various city and county classification plans and a public hearing:

Employee Organization	Department	Employees Involved	Expiration Date of Agreement
Massachusetts Nurses' Association	Health and Hospitals	Hospital Registered Nurses.....	January '68
Massachusetts Nurses' Association	Health and Hospitals	Public Health Registered Nurses.....	January '68
Licensed Practical Nurses	Health and Hospitals	Licensed Practical Nurses.....	January '68
The United City, County, and State Employees' Union, Local No. 285.	Welfare Department, 8 District Courts, Suffolk County Court House Commission	Social Workers.....	April '68
American Federation of State, County, and Municipal Employees, AFL-CIO and Affiliates	Jail, House of Correction	Jail Officers.....	April '68
AFSCME	House of Correction	Correction Officers.....	April '68
International Brotherhood of Electrical Workers, Local 103	Building Department	Electrical Inspectors.....	July '68
Firefighters' Local	Fire Department	Uniformed Firefighters.....	October '68
Collective Bargaining Federation	Police Department	Sergeants, Lieutenants, and Captains.....	November '68
Steam Firemen's Union, Local 3	City-wide	Steam Firemen and Stationary Engineers.....	April '69
Steam Firemen's Union, Local 3	County-wide	Steam Firemen and Stationary Engineers.....	April '69
AFSCME	City-wide	Compensation Plan Employees.....	July '69
AFSCME	Library Department	Nonprofessional Employees.....	July '69
AFSCME	Welfare Department	Nonprofessional Employees.....	July '69
The United City, County, and State Employees Union, Local No. 285.	City-wide	Compensation Plan Employees.....	July '69
Health and Hospitals	Health and Hospitals	Medical Social Workers.....	July '69
Court House Commission	Health and Hospitals	'L' Staff Employees.....	July '69
Environmental Sanitation Inspectors' Association	Housing Inspection	Public Health Dentists and Dental Hygienists	July '69
Printing Pressmen's Union	Housing Inspectors	Housing Inspectors.....	July '69
Bookbinders' Union	Administrative Services	Printing Pressmen.....	January '70
Press Assistants' Union	Administrative Services Library	Bookbinders.....	January '70
	Administrative Services	Pressteasers.....	January '70

The transition from the old increment system, which included longevity provisions, to a new six-year maximum increment system, required detailed analysis of every personnel record card to determine the new rate of pay and future step-rate dates for all employees covered by these contracts.

Special attention was given to Rule 8 (d) and Rule 9 (f) cases to evaluate each on individual merit.

A public hearing was held by the Supervisor of Personnel to amend and adjust the Classification and Compensation Plan. Labor officials and other employees were present to hear the reading of the amendment and the explanation of the proposed changes. There were no objections to the amendments.

In addition to various salary increases effected in 1967, agreements covering the larger number of employees provided for subsequent adjustments, to become effective July 3, 1968, and April 3, 1969, a total of increases equivalent to four pay steps from the August 31, 1966, salary schedule, during the life of the contracts.

Fringe benefit improvements resulting from collective bargaining negotiations are listed below:

- a. Overtime.
- b. Adoption of bereavement leave.
- c. Compensation for temporary service in a higher level position.
- d. Accrued vacation up to employee's full vacation entitlement when employment is terminated by death or retirement.
- e. Professional certification providing additional compensation for employees holding certain positions who furnish satisfactory evidence of required certifications.
- f. Appeal procedure providing the right to appeal to the Supervisor of Personnel relative to the propriety of the compensation grade assigned to any position covered by the agreement.
- g. Grievance and arbitration procedure involving matters concerning compliance by the municipal

- employer with the express provisions of the agreement.
- h. Grievance and arbitration procedure for discipline and discharge of a provisional employee with more than nine months of continuous service, culminated by final and binding arbitration.

Step 3 of the grievance procedures in all contracts requires the Supervisor of Personnel to participate in the resolution of complaints concerning contract administration and the alleged unreasonable or arbitrary discipline or discharge of a provisional employee.

A new polaroid identification system was established by the Personnel Division to insure public safety and to provide a convenient method of introduction for investigatory, inspectional, and other field personnel.

In conclusion, the Personnel Division continually participates in and exchanges personnel data and periodically conducts wage and fringe benefit surveys with other municipal, state, federal, and private agencies, to analyze and evaluate our personnel administration program.

## **HEALTH BENEFIT AND INSURANCE UNIT**

On December 31, 1967, we completed our fifth complete year of operations. Even though we had started in the year 1967 with an increase in Blue Cross-Blue Shield rates, without any change in benefits, we were successful, in April, after many meetings, in formulating a new contract and improving employee benefits to the advantage of more of our employees and their families, and at the same time were successful in securing a reduction in rates. With this new contract, expenditures for out-patient care plus prescribed medicines, which in the past were usually borne by the employee, are now reimbursed at the rate of 80 percent, after a nominal deductible amount per annum.

The benefits paid by Blue Cross-Blue Shield on behalf of our employees and members of their families since August of 1962 amounts to well over \$1,000,000.

It is very apparent that if this type of protection were not available, costs for medical and hospital services for employees, both active and retired, would have created extreme hardships in many cases and would have been prohibitive in others.

The year 1967 marked the first in which the city agreed to pay at least half the cost of Blue Cross-Blue Shield and Life Insurance (if any) and Medicare for all retirees and all those covered under the contract. This was gratefully accepted by all retirees because it meant an additional amount of money in their retirement checks each month.

In November, Mayor Collins, with the approval of the City Council, accepted Section 9C of Chapter 32B. With the acceptance of this section, the City of Boston agreed, effective January 1, 1968, to pay 50 percent of the cost of Blue Cross-Blue Shield for the surviving spouses of retirees who are recipients of a monthly check and were subject to a deduction at the time for Blue Cross-Blue Shield coverage. Individuals in this category now pay only 50 percent of premium costs.

Also in November, Mayor Collins, with the approval of the City Council, accepted Section 9D of Chapter 32B, which pertains to the surviving spouse of a fire-fighter who is receiving or will receive two-thirds or full retirement allowance, or an annuity (based on line of duty death benefit only). For this surviving spouse the city agreed to pay 75 percent of the cost of Blue Cross-Blue Shield, with the surviving spouse paying the other 25 percent.

The work load of this unit has increased considerably with the changes in our Blue Cross-Blue Shield contract, plus the fact that because the city has accepted part of the cost for retirees, we are called upon by this group (approximately an additional 9,000 people) to cope with their problems of claims and benefits.

This work is in addition to our daily routine of enrolling new employees, processing death claims for payment, and answering inquiries by phone.

## PURCHASING DIVISION

The principal objective of the Purchasing Division is to maintain the best possible value of all supplies, materials, and equipment purchased for its tax dollar. Substantial savings made by effective procurement of supplies and materials during the past several years should clearly point out to our tax-conscious public the capabilities and recognition of the Purchasing Division as a profit-making function of the city. One of the policies of the Purchasing Division has been to have unrestricted listings of prospective bidders, thereby creating greater competition with resulting savings to the city.

Market trends and new methods to streamline operations with using departments are constantly being studied and revised in order that buyers can intelligently discuss and service said departments. Bulk buying is the keystone of good purchasing, and constant attempts are being made to have various departments anticipate their future needs in advance to enable the Purchasing Division to buy commodities in this manner. The policy of open-door bidding has been maintained over the past year bringing in new and valuable sources of supply.

Specifications are continually being revised to obtain the best quality of supplies, materials, and equipment, having in mind proper quality of item purchased and suitability for its intended use. Maintenance items are tested for durability and easiness of application by use of sample tests when necessary. Constant research to effect savings is sought between trade name products and their equal lower cost product under chemical designation.

Improvement in method of purchasing uniforms by ordering custom-made uniforms, made to exact specifications, from one successful low bidder as opposed to former two-step method of ordering material from one bidder and makeup of uniforms from another, has resulted in greater satisfaction from a standpoint of service and elimination of waste from excess material.

New revised requirements for fresh fruits and vegetables permit greater competition while maintaining the same high quality and continued low prices.

With reference to drugs, many thousands of dollars have been saved. To cite a few examples: the price of Kapsseals #379 Chloromycetin bottles of one hundred were reduced from \$25.50 to \$18.00; Cidex, formerly costing \$8.75 per gallon, was purchased for \$7.70 per gallon; Sumycin Caps, formerly purchased for \$4.74 per hundred, were purchased for \$3.75 per hundred.

Broadening the scope of specifications on many items without sacrificing quality has saved thousands of dollars. Example of same — police crash helmets, formerly purchased for \$29.50 each, now being purchased for \$18.05 each; dog license tags, formerly purchased for 9½ cents each, now purchased for \$.054 each.

By means of readvertising for bids when information warranted same, many thousands of dollars in savings have been made. With reference to Electric Cable #12 5,000 feet, the original bid received was \$1,389 per one thousand feet; as a result of readvertisement the same item was purchased for \$519.74 per thousand. Another example of savings by readvertisement was on kitchen equipment, which resulted in approximate savings of \$1,000. A routine function of this office is the continual checking of specifications to determine if the city is getting the desired product at the lowest price.

Purchase orders handled for the year 1967 involved an expenditure of \$13,335,921.56 as against \$10,613,-254.26 for 1966, or an increase over the previous year of \$2,722,667.30.

The Purchasing Division is at present operating on a limited basis, and until the legislature and community as a whole realize that funds are lost by not functioning as a central purchasing division — that is, purchasing supplies, materials, and equipment for all departments whose budgets are appropriated from the tax dollar — savings will only be of a limited nature.

## SURPLUS PROPERTY UNIT

The lack of storage space that existed during 1965-66 increased during 1967. The programs sponsored by the federal government resulted in the delivery of such furniture and equipment as school desks and chairs, hospital beds, etc. The School Department alone received 9,000 pupils' desks and chairs, and the Mattapan Chronic Hospital received 200 hospital beds and bedside tables. As a result of this program the School and Hospital Departments transferred the used furniture to this unit. Pupils' desks and chairs have been stored in a BRA building, but the hospital beds remain in the corridors of the Mattapan Hospital due to a lack of proper storage space. Long Island Hospital accepted a portion of the beds, but this created another storage problem at Long Island. The property in question is classified as good to excellent and is usable. This property becomes available when a department receives new equipment, but, in most cases, the receiving department fails to notify the Purchasing Division until the new equipment is put in place, thereby creating another problem when a request is made for immediate removal of old equipment. Many requests for used equipment have been complied with, but, if we had a central storage facility, it would be possible to comply with 90 percent of these requests.

We have been successful, however, in transferring much surplus property from one city department to another. For example, the Printing Division and the Water Division of the Public Works Department discontinued their operations of addressograph systems. We were then able to transfer some of this equipment to the Main Hospital Department and to the Mattapan Hospital. The balance of this equipment has been offered for sale to used equipment firms.

Immediate thought should be given to locating a central storage facility somewhere within the city due to the proposed move to the new building during the current year when much of our present furniture and equipment shall be declared surplus.

It is our intent to supplement inventories of present furniture and equipment taken recently with updated information in order to be in a position to fill requests from other departments not moving to the new City Hall.

### OFFICE MACHINE REPAIR UNIT

The following work was performed by this unit in 1967:

- 1,139 Repair calls and inspections
- 41 Typewriter overhauls
- 33 Adding machine repairs
- 9 Typewriters junked (used for parts)
- 2 Adding machines junked (used for parts)
- 2 Time clocks repaired

Six men from the ABCD training program are being trained in typewriter repairing and maintenance. The time spent on teaching each man approximates fifty hours per month. Total time devoted to this all-important work for the year 1967 was 1,050 hours, at an instruction charge of three dollars per hour.

It is interesting to note that this unit performed the services listed for approximately ten months with but one employee. It is needless to say that the cleaning and lubricating service suffered somewhat, but the repair service was maintained. As the cleaning and lubricating function prolongs the life of machines, it is important and imperative that a new replacement for the employee who transferred to another department be considered immediately.

It is estimated that if the services rendered by this unit were performed by outside contractors, the cost would be ten times the amount now expended.

### PRINTING SECTION

We have met and maintained our objective and goal of operation of a printing plant for the production of printed reports, documents, letterheads, pamphlets, and miscellaneous forms used by city departments in conducting their activities.

In the ten-year period 1957 to 1967, we have succeeded in lowering the cost of operation, in the face of increasing costs for material supplies and services and an average 45 percent cost of living increase in wages for employees.

1957	1967
\$795,997 88	\$794,989 04

Through the improvement and adoption of better procedures and work methods, we have effected a reduction in the number of employees from 123 in 1957 to 82 in 1967. We will study the feasibility of a plan of attrition by not replacing those employees who are separated from our payroll for any reason, be it for retirement, death, or some other cause, whenever such abolition of jobs will not reflect on the efficiency of the plant.

Through a definite replacement program for outmoded and obsolete machinery substantial savings have been effected in costs of presswork, typesetting, and repeat jobs through the use of offset and multilith.

Continual study and appraisal of performance of the newest and most modern equipment in the industry is part of our program to insure that we can maintain the printing requirements of the city at rates that are comparable to those charged by private firms.

### ART COMMISSION

The Art Commission accomplished a minimum of services this year, having cleaned and refinished the bronze part of the monument at Codman Square, leaving the granite until later, as the work was interrupted by vandals and it seemed useless to continue.

Restoration of the granite boulder marking the location of the first post office of Noah Worcester in Brighton was completed, and the rest of our funds were kept in reserve for meeting the cost of two new swords for the Washington and Shaw figures on the Common and in the Public Garden.

As you are aware, the commission has the custody and care of all works of art owned by the city. No work of

art can be accepted by the city, erected, or placed in any public way without the approval of the Art Commission. In addition, it is also responsible for the upkeep of monuments in public squares and the care of existing paintings owned by the city.

The activities of the commission have been more or less limited over recent years because of budgetary limitations and other factors which prevent large expenditures of public funds at the present time. Annual expenditures are, and have been, in the vicinity of approximately \$2,000.

This department is privileged in having associated with it the outstanding individuals who comprise the membership of the Art Commission and who contribute their services to the city.

Boston has always enjoyed a high standard among the large cities of the country and the world in its appreciation of the arts, and it is comforting to know that personages of such high caliber in this particular field have been selected to take charge of this important function of government.

The members of the commission include the following:

Nelson W. Aldrich, *Chairman*, nominated by the Massachusetts Institute of Technology, term expiring May 1, 1969.

William B. Osgood, nominated by the Trustees of the Boston Public Library, term expiring May 1, 1970.

Margaret Fitzhugh Browne, nominated by the Copley Society of Boston, term expiring May 1, 1972.

Alice M. Walsh (nee Maginnis), nominated by the Museum of Fine Arts, term expiring May 1, 1968.

Marvin Goody, nominated by the Boston Society of Architects, term expiring May 1, 1970.

David McKibbon, 10½ Beacon Street, Boston, employed as a clerk on a part-time basis.

## CONCLUSION

Since the establishment of the Administrative Services Department in 1954 there has been a steady but gradual improvement in techniques, procedures, and methods in performing municipal functions and operations which, prior to that time, were performed, in many instances, in

the same manner as obtained at the turn of the century. We admit that this has been a tedious and difficult task to change systems and habits that have been in existence over a long period of years, but the results of our efforts to date are slowly but surely being reflected in a more efficient operation in all areas of municipal administration.

When a new administration takes over the reins of government, it is customary and proper for new officials to inquire, in the first instance, as to the functions and responsibilities of each and every department and, secondly, as to work performed, problems solved or unsolved, areas explored, and last, but not least, the accomplishments. As we have outlined in the early part of this report the functions and responsibilities of the board and department, we shall attempt in the following schedules to list some of the major accomplishments of the department since its inception together with studies or surveys of a major character conducted during this period. This information should be of tremendous value in equipping the new board with an overall knowledge of what has been accomplished or initiated in the past with a view to advancing new ideas and making preparations for present and future policy.

Rather than go into detail concerning the various accomplishments, recommendations, and ideas advanced since the establishment of the department, which are contained in previous annual reports, we will merely list below a table of important subjects considered during the fourteen-year period, including studies or surveys conducted or suggested, rules or regulations put into effect, new activities recommended, and many other items of an administrative nature that were either adopted or given consideration:

### New Divisions, Units, or Agencies Established

Establishment of a Complaints Division.

Establishment of a Central Mailing Unit in the Treasury Department.

Establishment of an Office Machine Repair Unit in the Purchasing Division.

- Establishment of a Surplus Property Unit in the Purchasing Division.
- Establishment of a Data Processing Unit in the Administrative Division.
- Establishment of a Group Life-Health Insurance Unit in the Personnel Division.
- Establishment of an In-Service Training Coordinator position in the Administrative Division.
- Establishment of a Housing Inspection Department.
- Establishment of a Personnel Medical Unit at City Hospital.

**Surveys or Studies Initiated Which Resulted in the Adoption of New Procedures or Improvements in Previous Operations:**

- Procedure adopted to expedite transfer of departmental surplus property to Purchasing Agent when not needed in city departments. (Study made prior to the establishment of Surplus Property Unit.)
- Procedure adopted whereby the Purchasing Agent now secures "suitable evidence" of the receipt of materials and supplies.
- Survey of use of telephones for private use, resulting in the installation of a new system.
- Stocking of office supplies under the supervision of Purchasing Agent.
- Study of consolidated charity fund drives to eliminate the ever-increasing number of individual drives.
- Study for purpose of revising departmental license fees. (Ordinances amended as result of study.)
- Study of policies for sick leave allowances in other governmental jurisdictions.
- Review of disability retirements in relation to income from outside employment of those retired. (Resulted in legislative action to correct the situation.)
- Standardization of office forms and supplies. (Survey conducted by Charles M. Evans, Associates, Consultants.)
- Establishment of a uniform system of timekeeping and attendance reporting.
- Expansion of payment of employees by check. (Most departments paid by cash prior to this study.)
- Study of meals for employees at various city institutions.
- Accident safety programs inaugurated.
- Installation of a Performance Budget, as a result of training conducted by J. M. Cunningham Company, Systems Consultants, New York.
- Liberalization of sick leave for city employees.

- Departmental staffing studies. (Partial survey conducted by Charles M. Evans, Associates; included Purchasing Division, Printing Plant, Election, Treasury, Welfare, Building, Assessing, and Traffic Departments.)
- Compilation of booklets which were distributed to employees concerning rules and regulations covering sick leave, vacation leave, military leave, etc.
- Several Printing Plant surveys conducted including Printing Section of Library.
- Survey of postage requirements for city departments which resulted in the installation of postage meters in the Central Mailing Unit in the Treasury Department.
- Study of areaways throughout the city with a view to increasing rentals.
- Adoption of a new standard classification of expenditures and an expenditure and accounting code.
- Study of specifications to standardize purchases of canned goods for city institutions. (Conducted by Charles M. Evans, Associates.)
- The establishment of a more systematic inventory control of paper stock at the Printing Plant.
- Studies to realize possible savings in qualities of paper used at the Printing Plant.
- Study of billing procedures at the Printing Plant resulting in two billings per year rather than twelve.
- Standard specifications established for all repeat or standard forms.
- Survey of Parks and Recreation Department with a view to setting up an efficient inventory control.
- Survey and analysis of shower-bath facilities in the Parks and Recreation Department.
- Legislation recommended and enacted — transfer of the authority for designating coasting streets from Public Works Department to Traffic Commission.
- Group Insurance Plan — studied initiated in 1955.
- Study of punch card and tabulating equipment with view to expanding operations.
- Classification and Compensation Plan Surveys. (Conducted on two occasions by J. L. Jacobs Company.)
- Survey of assessing policies to improve existing procedures. (Cuthbert Reeves, of New York, hired as Consultant.)
- Survey of all fuel-burning installations to determine possible improvements.

Services of Paul A. Newsome, public relations expert, acquired without charge, to submit proposals for the advertising and selling of Boston to attract business and tourist trade.

Improvements made in the processing of municipal lien certificates.

Study of Atlas requirements for various city departments.

Procedural Manuals produced for all city departments.

Printing of contract specifications in *City Record* discontinued. (This custom involved considerable expense prior to the new procedure.)

A records study initiated and completed for the Boston Licensing Board.

In-training programs for employees inaugurated in several departments.

Booklet entitled "The Boston Tax Story" compiled and distributed among legislators, city councillors, and business organizations throughout the city and state.

A \$45 million funding loan authorized by Legislature after Board recommended such legislation to the Mayor.,

An up-to-date booklet, entitled "Certificates, Licenses, Permits Issued to the City of Boston, Including Services Rendered," compiled and distributed.

The inauguration of Municipal Research Seminars regarding various phases of municipal administration, resulting in annual Conferama presentations.

New procedures adopted in the handling of veterans' abatements in the Assessing Department.

The screening of all purchase requisitions by Budget Analysts to ascertain minimum needs of department rather than overbuying certain products.

Substantial decreases made in number of permanent employees by not filling vacancies upon retirements, resignations, etc.

Policy established for physical examinations for temporary employees. (To reduce suits against the city and workmen's compensation costs.)

Services of Professor Lambie of Harvard University secured, without cost, to instruct assessors in modern assessing techniques and procedures.

Legislation enacted as result of Board recommendation to reduce number of mortuaries in Suffolk County from two to one.

Improvements in the processing of real estate, motor excise, and poll tax bills.

- South Station Garage Study initiated and completed.
- Urban Renewal Coordinating Study initiated. (Now under Boston Redevelopment Authority supervision.)
- Procedures outlined to county officials concerning the awarding of contracts without advertising.
- A study of safety measures in daily operations.
- Postage meters recommended for use by the Library, Hospital, and School Departments.
- Collection of rentals on city-owned properties placed under sole jurisdiction of Collector-Treasurer. (Real Property Department collected rents prior to this new procedure.)
- Blue Cross-Blue Shield deductions placed on a weekly basis rather than monthly.
- Cleanup-Fixup Campaigns placed on a full-time basis rather than once a year.
- Time stamps installed in city departments.
- Motor pool operations transferred from Public Works Department to Traffic and Parking Department.
- Newly designed card adopted for employee attendance records.
- Tightening up of controls over expenditures and employee absenteeism.
- Fire Department designated with the responsibility of servicing all city departments in the matter of checking, refilling, and replacing fire extinguishers when out of order.
- Health insurance studies accelerated and a Life-Health Insurance Plan adopted for all city and county employees.
- Secretarial and administrative assistance rendered to the Boston Government Center Commission in the initial stages of operation and for a period of approximately three years thereafter.
- Assistance rendered annually to the Greater Boston United Fund Campaign — City Hall District.
- Police Department personnel records integrated into permanent records of Personnel Division.
- Initiation of bulk rather than piecemeal purchasing.
- Various studies conducted pertaining to operations in new City Hall.
- Records Inventory Study inaugurated and still in progress.

**Surveys, Ideas, or Studies Suggested or Recommended:**

Establishment of Central Licensing Bureau in Hall or Annex.  
(Found infeasible.)

Recommended moving of Licensing Board to other location to save rentals. (Moving to new City Hall.)

The establishment of an Organization and Methods Unit under the Administrative Division to conduct various surveys and studies with a view to reducing the need for, or possibly eliminating the need for, hiring of consultants in many instances. (Lack of suitable space and sufficient personnel have delayed this move.)

A Central Storage Warehouse for items supplied to one or more departments recommended. (Unresolved.)

The feasibility of transferring the Public Buildings Division of the Real Property Department to the Administrative Services Department. (Unresolved.)

The appointment of a liaison officer to keep city officials informed re all federal aid programs which would result in the city's receiving its maximum share of federal aid and assistance.

The hiring of two messengers to pick up and deliver mail throughout City Hall and Annex. (No action taken.)

The centralization of tabulating equipment in Hall and Annex. (To be established in new City Hall.)

The above list covers many phases of municipal operations in which the Board and/or Department have had an active interest during its fourteen-year life and represents an investment that has been paying dividends in the form of advances in administrative techniques which, in turn, have resulted not only in substantial savings in several categories but in a more efficient and businesslike method of handling and administering city affairs.

However, there is much more to be done in the fields already explored and in additional areas where studies have been initiated but held in abeyance because of circumstances beyond our control. There are many new problems that will arise after departments have moved to the new City Hall, and many of these, we are hopeful, will be resolved prior to the actual moving date.

We feel that we and previous Boards have contributed, in some small measure, to the advancement and development of modern and progressive administration in municipal affairs, and we are hopeful that our successors, under your guidance, will continue these

efforts not only in the best interests of the city but in the attainment of a position in the field of public administration that will be second to none.

Respectfully submitted,

ARTHUR G. COFFEY, *Chairman,*  
*Director of Administrative Services.*

HENRY T. BRENNAN,  
*Supervisor of Budgets.*

MICHAEL A. DESIMONE,  
*Purchasing Agent.*

DUNCAN T. FOLEY,  
*Supervisor of Personnel.*

EDMUND W. HOLMES,  
*Collector-Treasurer.*

JOHN T. LEONARD,  
*City Auditor.*

MARIO MISCI,  
*Commissioner of Assessing.*

LAWRENCE W. COSTELLO,  
*Executive Secretary.*

SECTION II

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ANNUAL REPORT  
OF THE  
PUBLIC SAFETY COMMISSION

1967

ARTHUR G. COFFEY,  
*Chairman.*

LAWRENCE W. COSTELLO,  
*Executive Secretary.*

January 3, 1968

HON. KEVIN H. WHITE,  
*Mayor of Boston.*

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the fourteenth annual report of the Public Safety Commission for the year commencing January 1, 1967, and ended December 31, 1967.

The chief function of this commission under the provisions of Chapter 203, Acts of 1959, as amended by Chapter 194, Acts of 1961, is to coordinate the work of all departments concerned with public safety, to the end that there may be efficient and concerted action by said departments, particularly in time of emergency and or disaster. Under the provisions of Chapter 4, Section 9, of the Revised City Ordinances of 1961, this commission is an integral part of the Administrative Services Department.

The members of this commission, including the executive secretary to the commission, serve without compensation and without an appropriation of any character, thereby obviating the necessity of submitting a financial statement concerning expenditures.

In accordance with statutory requirements, meetings were held monthly during the year 1967 on the following dates at Room 43, City Hall:

January 19	July 20
February 16	August 17
March 23	September 21
April 13	October 19
May 18	November 16
June 22	December 21

During 1967 several changes in Board membership took place due to resignations and the appointment of a new Commissioner of Health and Hospitals, appointed by Mayor John F. Collins under the provisions of Chapter 656 of the Acts of 1965.

Under date of January 11, 1967, Dr. Andrew P. Sackett was appointed Commissioner of Health and

Hospitals, thereby filling the vacancy occasioned by the abolishment of the former Health Department and the position of Health Commissioner held by Dr. John T. Foley, under the provisions of the above-mentioned statute. As the organization of the new Department of Health and Hospitals was under study and review during the greater part of 1966, the appointment of a new Commissioner did not take place until early 1967.

Under date of February 21, 1967, Richard R. Thuma, Jr., was appointed Building Commissioner, *vice* Daniel J. Finn, Commissioner of Housing Inspection, who was filling the position of former Building Commissioner Col. Robert E. York on a temporary basis.

Under date of August 23, 1967, Leslie W. Magoon was appointed Civil Defense Director as a result of the resignation of Chief John E. Clougherty, who returned to his previous position as Chief of the Fire Department.

Under date of October 30, 1967, John H. O'Neill, Jr., was appointed as Acting Parking and Traffic Commissioner due to the resignation of Thomas F. Carty, the previous Commissioner, who accepted an appointment with the M.B.T.A.

Under date of November 1, 1967, Leo F. Cusick was appointed General Manager of the M.B.T.A., due to the resignation of Rush B. Lincoln, Jr.

All the above appointments resulted in automatic membership on the Board in accordance with the provisions of existing statutes.

Although the Committee of Licenses is a subcommittee of the Public Safety Commission, its functions and operations are carried on within the Building Department, in accordance with the provisions of Section 2, Chapter 203, Acts of 1959, and a report of its activities for the year 1967 will be incorporated into the annual report of the Building Department.

Each year, since the establishment of the Public Safety Commission in 1959, we have been endeavoring to keep informed and updated on all matters pertaining to public safety. This policy has increased our knowledge in this field and has resulted in the establishment of new techniques and procedures in facing the many challenges that must be met by various public safety

agencies in this era of fast-moving developments in the areas of science, medicine, transportation, crime and accident prevention, air and water pollution, etc.

During 1967 our reviews, studies, and discussions were varied in character and covered several subjects, the more important of which are listed below in subject and commentary form.

### ID Cards

At the request of the Board, a study was initiated by the Executive Secretary to ascertain the various types of cards being used by inspectional and investigatory personnel, more especially in public safety agencies, and the results of this study were directed to the attention of Mayor Collins, the Chairman of this Board, and members of the Administrative Services Board. It was found that there was no consistency in the type of cards being issued by the various departments, some departments using business cards, others using badges, and several departments having no type of identification whatsoever. This condition has been corrected by the procurement by the Personnel Division of the Administrative Services Department of modern picture-taking equipment, which will incorporate on a small laminated card a color picture of an individual, the signature of the employee, his supervisor, and Mayor, his payroll number, his title, and the department to which he is assigned. This program was inaugurated during the latter part of 1967, and schedules for the taking of pictures of all employees involved have been set up by the Personnel Division of the Administrative Services Department for the early part of the current year. This program is considered an important phase in public safety, as it protects the public from being harassed or disturbed by individuals whose motives for entering a place of business or a home are sometimes questionable.

### City Maps

For several years this Board has been advocating the compilation of a new set of city maps or atlases for which many city departments were in dire need. This

was another area where consistency in map design and information were lacking, with several departments utilizing various types of maps with conflicting and erroneous information contained thereon. When the project was given consideration on several occasions since 1955, it was the consensus that the costs for updating and issuing new maps or atlases were prohibitive, ranging from a minimum cost of \$500,000 to \$1,000,000. However, with the cooperation and assistance of the Planning Division of the Boston Redevelopment Authority, it was possible to produce a new set of city maps during 1967 after four or five years of preliminary study and review, at a cost of approximately \$700,000, with the federal government contributing toward the greater part of this expenditure.

We are, therefore, happy to report that five types of maps are presently available in the planning division of of the Boston Redevelopment Authority, which division is under the supervision of Mr. Howard Bennett. These maps are available to city departments without cost, and those interested in procuring a set or sets of maps outside of the city government may obtain the same at a nominal fee. The five map categories are listed below:

1. Blocks and street names.
2. Blocks, street names, and topography.
3. Blocks, street names, and parcels.
4. Blocks, street names, parcels, buildings, and street addresses.
5. Blocks, street names, parcels, street addresses, parcel areas, and block numbers.

During the latter part of 1967 the mapping division of the Boston Redevelopment Authority in conjunction with the Engineering Division of the Assessing Department have been engaged in inserting accurate parcel numbers on map set No. 4. This will be a long and tedious project, but we are hopeful that a finished product will be available sometime during the current year. This is the first time in many, many, years that the city has produced maps that may be utilized in the future for uniform reporting of conditions pertaining to health,

fire, police, housing, building, and assessing operations and other aspects of every block or small geographical area throughout the entire city. Future plans will incorporate the programming of information on EDP tapes for immediate reference. The proposal to install a modern computer in the new City Hall will fit in nicely with our map programming plans for future implementation into the new programming system.

### **Crime Prevention and Control**

Under the dates of March 28 and 29, our former Chairman, Arthur G. Coffey, and Police Commissioner Edmund L. McNamara attended the National Conference of Crime Control in Washington and reported to the Board in April that President Johnson was requesting that \$50,000,000 be appropriated by Congress for fiscal 1968 for planning improvements in crime prevention control, known as the "Safe Streets Bill," with the greater part of the proposed appropriation to be devoted to planning grants, research, and pilot projects. It was further recommended at the National Conference that an agency be appointed in every state and city throughout the country, to be specifically responsible for the carrying out of plans.

At the suggestion of Mayor Collins, the Board submitted a list of public and civic-minded officials who might be considered for appointment to the suggested agencies, when and if the proposal was approved by Congress. In a report submitted by Superintendent Mulloney of the Police Department in October, he stated that proposed changes in the President's "Safe Streets Bill," which had already passed the House, provided for the disbursement of appropriated monies for crime control through the Governors of the various states, and, under such legislation, the Governor's Public Safety Commission, of which Commissioner McNamara is a member, would, in all probability, become the planning agency for crime control programs. Due to the uncertain status of the bill, it was the Board's contention that we should adopt a "Wait and See" attitude on future developments, thereby

making it impractical for his Honor the Mayor to appoint an official committee at this time.

### **After-Hours Telephone Service**

This subject was given consideration on several occasions due to increased public demands for 24-hour telephone service, and, although it was the consensus of this Board that such service should be inaugurated by tying in after-hour calls with the City Hall number, LA 3-5100, either in City Hall where policemen are on duty twenty-four hours seven days a week, or Police Headquarters where policemen could be assigned to this service after a brief schooling in overall municipal operations, the Administrative Services Board, however, felt that such a service was not warranted due to the present system of 24-hour coverage by the Fire, Police, Hospital, and Sewer and Water Departments. Due to projected costs for inaugurating such a system, the scarcity of qualified personnel who would be willing to work outside of regular business hours, and the contention that the greater portion of requests for service after regular business hours pertain to functions presently conducted on a 24-hour basis, the matter was held in abeyance for some future date when conditions might require an immediate review and initiation of such a program.

### **Antimissile Sites**

On November 20 a most interesting meeting was held in the office of the Mayor at the request of officials of the United States Defense Department, headed by Maj. Gen. Melville B. Coburn, who commands the Army Air Defense Missile Forces within the northeastern portion of the United States. All members of this Board were present in addition to Barry T. Hynes, President of the City Council, who presided in the absence from the city of Mayor John F. Collins. Others present included Mr. Walter G. Bilowz, Chairman, Board of Selectmen, North Reading; Hon. Kenneth Landergan, Mayor of the City of Gloucester; Mr. John O. Stinson, Town Manager, Ipswich; Mr. Herbert F.

Gent, Jr., Chairman, Board of Selectmen, Reading; Mr. Arthur Emerson, Chairman, Board of Selectmen, Georgetown; and Mr. Leslie Merrifield, Chairman, Board of Selectmen, Middleton.

Under date of November 15 Secretary of Defense Robert S. McNamara announced that the Communist Chinese-oriented antiballistic missile system approved for deployment would be named the Sentinel System. The purpose of the meeting was to brief those present as to plans now under consideration, as this area had been selected for a detailed exploratory survey as a part of site verification procedures to determine if tentative locations meet the Sentinel System site requirements. This new system would be under the jurisdiction of the Corps of Engineers, the Army Materiel Command, and the Army Defense Command.

A brief outline of the remarks of the two main speakers is submitted below:

#### MAJOR GENERAL MELVILLE B. COBURN

"I am sure you have heard about, or read, the speech which Secretary of Defense McNamara made in San Francisco on the eighteenth of September announcing that the United States had decided to produce and deploy the Sentinel, a Chinese Communist-oriented antiballistic missile system. The design of the planned system is:

a. First, to protect against a Communist Chinese intercontinental ballistic missile attack which might, by the mid-1970's, be directed against population centers of the United States.

b. Second, to provide an option to defend some minuteman intercontinental ballistic missile sites against a missile attack.

c. And, third, to defend our population against the improbable but possible accidental launch of an intercontinental missile by any nuclear power.

"As you know, the question of whether we should install an antiballistic missile system — that is, a weapon capable of destroying hostile intercontinental ballistic missiles — has been considered by the De-

partment of Defense for some time. The test of a nuclear explosive by Communist China and China's progress in the development of means of delivering nuclear weapons make it necessary for us to establish a defense to counter this potential danger. Specifically, it is estimated that the Chinese Communists could have a small but militarily significant force of ICBM's in the mid-1970's. As pointed out in Secretary McNamara's speech, it was necessary to make an immediate decision in order to have a defense in position by that same time.

"An American antiballistic missile system had been under development for some years in the so-called Nike-X antiballistic missile system of the army. You may recall seeing the article in *Life Magazine* of September 29 on this subject. The cover of the magazine depicted one of our atlas intercontinental ballistic missiles, fired from Vandenberg Air Force Base, California, being intercepted by a missile of an early version of our antiballistic missile system which was fired from a test site located at Kwajalein atoll in the Pacific. The distance from Vandenberg to Kwajalein is approximately 4,000 miles.

"The system which we have decided to install is the product of the Nike-X research and development. We have named the new weapon the Sentinel.

"The purpose of our presentation today will be to tell you about the Sentinel System and why your particular area has been selected as one of the possible sites for elements of the system.

"The orientation we are conducting today is an extension of our operation understanding, but instead speaking of our Nike Hercules System, which will continue to provide the capability to destroy bombers, we are speaking of the new Sentinel System, which was designed against intercontinental ballistic missiles."

#### COLONEL DOUGHTIE

"I suspect that foremost in your mind is the question of why the New England area was selected

as the location for a portion of the Sentinel System. The location of the New England area is such that it is a key position in the complex of Sentinel defenses protecting the entire country.

"In the New England area a great deal of preliminary work has already been done to try to find possible locations for the equipment — locations which will provide the greatest protection for each dollar spent. The objectives of the defense dictate the direction in which the radars must search, and the general areas in which equipment must be located to make the greatest contribution to the overall effort. The approximate locations and orientation of the radars were derived from detailed studies utilizing the latest analysis techniques available. These preliminary analyses indicated that a missile-firing site should be located within an area in the vicinity of Boston.

"Now these tentative general locations were not arrived at hurriedly. For approximately eight years the department of the army has had a team of exceptionally well-qualified people, both military and civilian, working on this problem. The team included real estate specialists, geologists, engineers, utilities experts, and representatives of the weapon system contractors, and they have looked at the New England area as well as most of the other areas in the United States.

"Before the team went into the Boston area all suitable public and private properties were reviewed and pertinent data analyzed to determine the possible feasible sites which could be considered. We tried to confine our search to federal property, but we were not always successful. We naturally felt that by locating of federal property we would reduce the impact of our actions on city and local plans.

"Upon arrival in the area the team reviewed the possible sites with the local Army District Engineer Staff to determine if there was anything which would cause a potential site to be immediately rejected. In

addition, almost all unimproved real estate was examined to see if it could be used.

"The remaining candidate sites were then examined by aerial reconnaissance, thus resulting in the rejection of some sites due to obvious reasons such as nearby high-rise construction which would obstruct the radar view. Finally, a reconnaissance on the ground was made of the remaining sites, and more potential sites were eliminated from consideration because of geological conditions — that is, the property was too swampy, too uneven, or too rocky.

"Once again the sites were culled over and reduced in numbers, for various reasons such as probable availability. The coordinates or selected locations were then analyzed on our computer facility at Colorado Springs to determine their possible contribution to the overall defense of the nation.

"In the case of the Boston area, our map indicates some of the possible locations at Swan Pond, Georgetown, Gloucester, Reading, Ipswich, and the Natick Naval Annex near Sudbury. After more detailed analyses, these locations as well as possibly some others may be considered for exploratory surveys, which consist of subsurface exploration and radio interference measurements."

It was pointed out at the close of the meeting, which lasted for a period of two and a half hours, that in all probability Boston areas would not be considered because of the density of population and other factors, but it was believed only proper and logical for the core city of the Commonwealth to be aware of what was being planned and the purpose for such planning.

### National Civil Defense Exercise

A National Civil Defense Exercise, in which several public safety agencies of city government participated, was conducted during the latter part of November. This exercise was promulgated, directed, and controlled by the Department of the Army, Office of Civil Defense, and the Commonwealth of Massachusetts, and local communities were classed as participants only.

The objectives were:

1. To exercise state and local plans for increasing readiness measures during a deteriorating international situation.
2. To provide the means for evaluating selected aspects of emergency operations plans (including joint military/civil mutual support plans) of state and local governments, and of civil defense readiness at these levels.
3. To provide an opportunity for civil defense officials and staffs at all levels to identify, analyze, and resolve major problems applicable to a nuclear attack situation.
4. To provide simulated emergency conditions which will require officials at all levels of government to exercise appropriate decision-making processes, to include those concerned with the timing and substance of the official information, advice, and instructions that would be released to the general public.

The results of this exercise were most enlightening to those present and gave the Public Safety Commission an up-to-date and clearer view of current procedures in an area of operations which may become more complex and time-consuming as time goes on. Instructions and briefings were conducted in the categories of responsibilities, exercise controls, operational reports, evaluation reports, radiological defense, communications, warnings, conduct, and administration.

## Disasters

The following circular was distributed to all city departments concerning disasters and hurricanes, and we consider it of sufficient import to include it in our annual report.

### PSYCHOLOGY OF DISASTER

The majority of people believe that a disaster is something that happens to someone else — never to themselves or to their families.

This "delusion of personal invulnerability" to a disaster has been and can be counteracted by vigorous training or by imaginative actions or both.

The awareness of the emotional needs of people and some knowledge of methods to use in meeting these needs in a disaster will increase your ability to care for yourself and others.

Any effort you make to inform yourself and your family will be of the utmost value and importance in any disaster.

Knowledge allays unreasonable fears. Anyone can accumulate level-headed facts about what to do by taking Civil Defense courses. They are free for the asking.

Perhaps as a means to a higher end, Civil Defense should emphasize the idea of preparing for the more psychologically tolerable natural disaster (fire, hurricanes, etc.).

How many families in Chicago, marooned in their homes by blizzards, wish they had stocked up with the Civil Defense's list of survival needs while they waited for trucks to get through with food and other supplies? The Civil Defense program would have been equally valuable in Rhode Island during the hurricane of 1938 or in Worcester after the tornado of 1953.

These should be sufficient reasons for making a thoughtful householder stock a corner of his cellar with nonperishable food and water, first aid supplies, and a transistor radio. Common sense suggests that this same corner would be a good place to store a shovel, an axe, a kerosene lamp, and one's camping gear.

It wouldn't hurt; it would be a start. All of which is a roundabout way of saying to all: Get with it! Your Boston Civil Defense Office stands ready and eager to help you.

### IMPORTANT FALLOUT FACTS

#### What Is Radioactive Fallout?

Radioactive fallout consists of small dust particles, each of which acts like a miniature X-ray generator.

After a nuclear explosion, these dust particles are drawn high into the atmosphere and carried away by upper wind currents to drop, unheard and often unseen, hundreds of miles from the point of explosion. Radioactive rays are generated in each bit of dust.

#### What Is the Danger?

Radioactive rays are dangerous to human tissue, depending on the amounts absorbed.

#### Significant Facts

1. The greater the distance, the lesser the amount of fallout, the greater the time to implement your community and family disaster plan.

2. Radioactivity decays rapidly within the first forty-eight hours and then more gradually.

3. Shielding. The amounts of radioactivity received can be controlled by shielding the body from the rays emitted by the falling dust. Three feet of earth or fifteen inches of concrete will provide almost complete protection.

### What We Can Do

Remain in a fallout shelter as long as necessary, dependent on the intensity of the radioactivity in your area. Remember you will be advised over the Emergency Broadcasting System when it is safe to come out and for how long.

If you do not have a specially designed shelter, remain in your basement.

Cover the windows with concrete blocks or earth.

Above all, do not remain out of doors until advised to do so.

### HURRICANE SAFETY PRECAUTIONS

1. Hurricanes are always accompanied by gale winds, torrential rains, and flying debris. Board up, put on storm shutters, tape, or otherwise protect windows.

2. Keep your radio or television on and listen for the latest Weather Bureau warnings and advisories.

3. Get in extra food, especially items which can be eaten without cooking or with very little preparation. Remember that electric power may be lost.

4. Sterilize jugs, bottles, cooking utensils, and fill with drinking water, as municipal water service may be interrupted.

5. Have flashlight and/or other emergency lights in working order and keep them immediately available.

6. Don't touch loose or dangling wires. Report such damage to the light and power company, or to the nearest police officer.

7. Report broken sewer or water mains to the Water Department.

8. Unless you are qualified to render valuable emergency assistance, stay away from disaster areas where you may hamper first aid or rescue work.

9. Be alert to prevent fires. Lowered water pressure makes fire-fighting difficult after storms.

### Know and Heed Your Civil Defense Signal

There will be only one signal sounded on our Warning System (sirens). A 3- to 5-minute wavering sound.

### Suggested Emergency Food

Drinking water in bottles and jars, packed to avoid breakage. Store at least seven gallons for each member of the family. Remember that

fruits and vegetables packed in water will also give extra liquid for emergency drinking purposes. Another source is your hot water heater, which will supply thirty to sixty gallons of water depending upon the size of the tank. Drink only water or other liquids that you know are safe.

Fruits and juices	Milk	Baby food
Vegetables	Instantaneous drinks	Raisins and chocolate
Soups	Canned meat and fish	Packaged cereals

#### Emergency Medical Supplies

The same as you have in your medicine cabinet under normal routine conditions —

Iodine	Petroleum jelly	Aspirin
Band-aids	Bandages	Alcohol

and whatever else you may feel necessary.

## Tornadoes

Although this area of the country has been fortunate insofar as tornadoes are concerned, we nevertheless do not forget the tragic results of the tornado which hit the City of Worcester in June of 1953. We therefore submit below a copy of a bulletin issued by the United States Department of Commerce which was forwarded to all city departments and distributed throughout the Boston School System by the Superintendent of Schools, William H. Ohrenberger:

### TORNADO

No wind on earth is more violent than the tornado, and nothing in nature can produce more total destruction in so short a time. In seconds, a tornado can transform a thriving community into a ruin.

ESSA, the Environmental Science Services Administration, through its Weather Bureau, keeps constant watch on the nation's weather. When conditions are such that tornado generation is possible, ESSA issues a tornado watch.

The tornado watch is the first alert for a specified area to be on the lookout for tornadoes. When a tornado is actually observed or indicated by radar, a tornado warning is issued. This means that persons in the area covered by the warning should take emergency precautions immediately.

ESSA's warning service is our first line of defense against these vicious storms — but it cannot save lives unless you give your cooperation.

When you receive a tornado watch, continue normal activities but be alert to weather outside, and stay near a radio or television set to hear further watches and any tornado warning for your area.

When you receive a tornado warning, seek inside shelter, preferably in a tornado cellar, underground excavation, or steel-framed or reinforced concrete building. Stay away from windows. If you are in an office building, stand in an interior hallway on a lower floor, or basement. Factory workers should post a lookout and move to the section of the plant offering greatest protection. In homes without tornado shelters the basement usually offers greatest safety. Seek shelter under heavy furniture in the center of the house if you have no basement. Keep some windows open, but stay away from them. Do not stay in house trailers when a tornado warning is received.

IN SCHOOLS, GO TO AN INTERIOR HALLWAY OR BASEMENT SHELTER; AVOID AUDITORIUMS, GYMNASIUMS, AND OTHER STRUCTURES WITH WIDE, FREE-SPAN ROOFS.

If you see a tornado — and if there is time — report it to your local Weather Bureau Office or to law enforcement agencies.

During tornado emergencies stay tuned to radio or television for latest messages from the Weather Bureau.

## Snowstorms

We experienced two serious snowstorms in 1967, one on March 15, which was the heaviest to blanket Boston in six years, and another on November 15 which was one of the fastest-hitting blizzards to visit Boston for many years. The March 15 storm dumped 10.9 inches of snow on the Hub and heavy amounts throughout the state and most of New England. The November storm and cold wave was the earliest winter storm in memory, with many motorists being caught in their cars with fading batteries and gasoline supplies, and without being equipped with snow tires. Abandoned vehicles of all descriptions made streets impassible to police and fire apparatus, and many people found it impossible to reach home until late in the evening.

Even though the "Emergency Communications Center" at Civil Defense Headquarters was activated upon both occasions and rendered exceptional service to the public, nevertheless it was necessary during the November storm to activate headquarters in the Mayor's Office also, as the suddenness of the storm coupled with the glazing of highways in a matter of minutes required

extraordinary speed and coordination to meet the emergency in such a short period of time.

Several recommendations for improvements in operations were submitted after the November storm and are presently under consideration, the more important of which were:

1. That a helicopter be procured for use by the Fire Department for observational purposes, especially when twenty or thirty fires are being fought throughout the city simultaneously.
2. That closer contacts be made available to the School Department by the M.B.T.A. and city departments so that, when decisions are being made concerning the closing or opening of schools, confusion will be lessened, and schedules for rendering various services may be gauged in a more efficient manner.
3. That a two-way radio system between the Superintendent of Schools and M.B.T.A. officials be installed.
4. That receptacles filled with sand be placed in various locations along expressways running throughout the city.
5. That a new type of signal system be devised that would alert schools and other departments — and more especially the public — to any major emergency or disaster.

All of the above recommendations are being studied for possible implementation into our 1968 budget request.

### Miscellaneous

Two disturbances during the year were handled so efficiently and diplomatically by Police and Fire Department personnel that they were not allowed to expand or explode out of proportions — one in the Roxbury District in June and another in the vicinity of the Sack Theatre in May, where both incidents were described by the police as "confused groups" rather than "riots."

A study was made by the Police and Fire Departments regarding the tactics used by rioters in New York during

the eruptions that took place in that area last summer. One interesting aspect of this study which was directed to the attention of Board Members concerned the utilization by rioters of hydrant caps which were removed and used as missiles, even though both caps on an individual hydrant were chained together. (In Boston we have individual chains.) The Public Works and Fire Departments have had this matter under study during the latter part of the year, and it is anticipated that suggestions or recommendations will be offered in the not too distant future to minimize the possibility of such a tactic being carried out in the Boston area in the event of a major riot, which, we realize, is always possible but highly improbable.

The Board's attention was directed to a hazardous condition existing for a long period of time on the M.B.T.A. line on Huntington Avenue, extending from Longwood Avenue to Northeastern University. Space reserved for pedestrians boarding and departing from streetcars in this area is very limited, and the Public Utilities Board notified M.B.T.A. officials to the effect that something must be done to discontinue this hazard. Several suggestions were made to eliminate this hazard — including the widening of the street area, reducing the width of sidewalks, removing trees on the reservation, erecting a fence, or, as a last resort, eliminating the stops within the area. The Public Works Department, the Traffic and Parking Department, and the BRA have had this matter under study during the latter part of 1967, and it is hopeful that some solution, as a result of this study, will be forthcoming at an early date.

A review of our procedural manual on snow removal operations resulted in several amendments to improve efficiency in procedures and to clarify several points which were not too clear in directives issued by a previous chairman. One of the main changes recommended and adopted was to amend the designation of the agency which was previously known as the "Snow Coordinating Table." This title was changed to "Emergency Communications Center," which more properly identifies the function. Since 1961 this function has been operating

successfully — in the White Stadium in the first instance and presently at Civil Defense Headquarters. This service, which is activated on a round-the-clock schedule during any type of an emergency, has rendered outstanding service to the public, and, although we do not have a listing of the many services rendered during this period, we nevertheless feel that thousands of individuals have been assisted who, previous to this time, would have been at a loss to know just where to turn during an emergency. This service cannot and should not be measured in dollars and cents, as the saving of even one life or the alleviation of distress in even one instance is well worth the time, effort, and monies expended.

### SUMMARY

The field of public safety has been expanding rapidly during the past decade due to advances in techniques in approaching various problems and the emergence of many new problems brought about by world tensions, population increases, and increased demands by the public for better services.

As a result of the fast pace in which we presently live — more especially in the fields of science, medicine, electronics, etc., in which this area of the country has played an important and leading role — it has become extremely difficult to devote the time, money, and energy required to study and review the various health and safety factors involved to the degree desired. However, we are obliged to rely more or less on studies made on the federal and state levels to insure our residents of the best protection possible.

Three areas of health where hazards and risks have become more prevalent and to which much publicity has been devoted during the past year are heart disease, lung cancer, and air and water pollution. For several years we have been following reports and developments in the field of water and air pollution, as it would appear, from all indications, that there may be some direct or indirect connection between air pollution and the two aforementioned afflictions.

We note, according to a survey conducted by the Department of Health, Education and Welfare, that Boston ranks with Detroit, Newark, Pittsburgh, and St. Louis as areas having the second-worst air pollution problems in the country. HEW's National Center for Air Pollution Control in Washington evaluated the air in sixty-five metropolitan areas, using air samples, fuel consumption, and population statistics. The report stressed that rating communities according to the severity of their air pollution problems is not a simple matter and that "ratings provide only a rough measure of the true severity of overall pollution problems."

As the air pollution problem is one that is widespread throughout the country, we are happy to learn that both the federal and state governments are deeply concerned and are endeavoring to arrive at some solution that will at least ease the present situation. The expenditure of large sums of money to hire competent and qualified engineers and technicians by both the federal and state agencies is a step in the right direction and should, we are hopeful, result in not only discovering the causes for but the eventual scientific means to combat and eliminate this health hazard which has been creating havoc throughout all the metropolitan areas of the country.

We have a deep appreciation of what the challenges will be in the years ahead, and it is our intent and purpose to continue our efforts, as we have in the past, in each and every area where the health and safety of the public are concerned.

Respectfully submitted,

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